



Ministry of  
**JUSTICE**

National Offender  
Management Service

# Annual Report 2008/09

Cambridgeshire Probation Area





# 1. Introduction by Hilary James & Kevin Ellis



Hilary James



Kevin Ellis

**T**he Cambridgeshire Probation Area has experienced a challenging twelve months between April 2008 and March 2009. An earlier re-inspection of our offender management capability (in January 2008) leveled a number of serious criticisms at the Area. This resulted in directed improvement measures being imposed by the National Offender Management Service which required a significant action plan to achieve the necessary improvements before the measures could be lifted.

In addition, performance against national and local targets was disappointing in the first half of the year, but organisational changes in September 2008, a rigorous implementation of the action plan, constant auditing of everything we do and a much tighter focus from line managers achieved significant improvements in performance in the latter part of the year. These major improvements, now embedded in our structures and our work show clearly that the organisation is able to move forward, meet targets and that the major and underlying improvement made during the challenging year will be sustained.

We wish to thank retiring chair, Brenda Palmer and retiring board members John Pettinger and Martin Curtis for their sterling contribution. In addition our thanks go to Assistant Chief Officer, Andrew Deller, who retired in April 2009, for his committed and effective contribution to interventions and to the area as a whole.

## **Hilary James**

Chief Officer for Cambridgeshire.

## **Kevin Ellis**

Chair of the Cambridgeshire Probation Board.



## 2. The Cambridgeshire Probation Area

**T**he Cambridgeshire Probation Area is an operational arm of the National Offender Management Service, which is part of the Ministry of Justice. It is responsible for delivering a service that meets the requirements and service level agreements of the Director of Offender Management for East of England.

It is one of 42 probation areas in England and Wales all of which are in the process of applying to become Probation Trusts before April 2010.

Cambridgeshire, including the Peterborough Unitary Authority has a total population of 730,000 with a relatively low population density. The Cambridgeshire Probation Area is designated as a small size and low-density area when compared to others throughout England and Wales. Although a relatively small percentage of the population is from minority ethnic groups, Cambridgeshire does have a significant number of Travellers, particularly in the Fenland area.

On 31 March 2008 our caseload was 3,252 offenders, a decrease of 4% on the previous year. Our operating budget was £10.2 million compared to £9.4 million in 2007/8

The Cambridgeshire Probation Area is part of the criminal justice system serving the county and Peterborough. We work closely with The Prison Service, The Cambridgeshire Constabulary, The Crown Prosecution Service, the courts, victim and witness support services and lawyers. Our joint aim is to reduce re-offending and to rehabilitate offenders by providing support to help them address their offending behaviour by supervising offenders sentenced by the courts at Peterborough, Cambridge, Huntingdon and Wisbech and those released from custody on licence. We have made significant improvements in meeting the demanding national standards for offender management and this report demonstrates our progress as well as the areas we must improve in the coming year.

### CASELOAD

	2006/7	2007/8	2008/9
Community orders	2178	2548	2093
On Licence	365	443	433
In Custody	688	367	726
Totals	2910	3231	3252



## The Ministry of Justice

The Ministry of Justice was established in 2007, its wide ranging remit includes the National Offender Management Service (NOMS). NOMS, created 2 years ago brought together the Prison and Probation Services. It runs private and public prisons and manages performance across the sector, through Service Level Agreements and formal contracts with probation boards and trusts, private prisons and other service providers. It includes the courts and tribunals, legal aid as well as policy responsibilities ranging from constitutional reform and devolution, democracy and human rights to the justice system.

The National Offender Management Service (NOMS), which oversees the work of the Cambridgeshire Probation Area has brought a greater degree of coherence to offender management. Re-offending rates are down, successful drug treatments and offending behaviour programmes are up, Community Payback is thriving, and prolific offenders and those posing a high risk of harm are now subject to end-to-end offender management.

	target	Actual 2008/9	2007/8
National standard for public protection	90%	89%	81%
National standards for managing offenders	90%	80%	68%
National standards for Interventions	90%	65%	



Organiser, Baden Gooch (standing) watches as Brenda Palmer, Chair of the Cambridgeshire Probation Board and Rachel Lipscombe M.B.E, JP, the Chair of the National Steering Group for the Local Crime, Community Sentence initiative sign the agreement to work together.

**LCCS:** The Cambridgeshire Probation Area has signed up to the Local Crime, Community Sentence initiative which aims to engage the public and explain how Probation Officers assess risk and how Magistrates reach sentencing decisions.

This is a national project in which magistrates and the Probation Area work together to give interactive presentations to community groups throughout Cambridgeshire in which the audience has their chance to give their opinion about what sentence should be imposed for a fictional offence.

The first presentations to Rotary Clubs and Prison staff have already taken place and have received a very favourable response. Forthcoming events are booked for the Pensioners Association at Peterborough, Little Downham Women's Institute, The Mechanical Engineers Society and several others. If other organisations would like to have a presentation to their group or association they should contact Baden Gooch at: The Cambridgeshire Probation Area, Godwin House, George Street, Huntingdon, PE29 3ND



## 3. Key Priorities

The Cambridgeshire Probation Area's key priorities – which reflect those of the Ministry of Justice:

### Public Protection

Service Delivery:

- The effective management of offenders including ensuring they comply with their orders and enforcing breaches where they do not and helping offenders address their offending behaviour.
- Focusing our resources on those offenders who pose the highest risk of offending or causing harm and ensuring sentence plans are effectively produced and implemented and to ensure the delivery of 'premium services' to Prolific and Priority Offenders.
- Identifying effective motivational techniques for young adults; improving the range of interventions available for women offenders; make the best use of the accommodation and support scheme to reduce the pressure on prison places and to improve the use of Unpaid Work with higher risk offenders.

Other Public Protection priorities include:

- Working with judges and magistrates to continue to increase the proportion of fast delivery reports including oral reports delivered to the courts and to increase confidence in Community Orders, court reports, suspended sentence orders and the Bail Accommodation Support Scheme (BASS).
- Managing People - through good workforce planning, staff development, employee relations and taking steps to reduce absence through sickness.
- A clear and unequivocal commitment to diversity and full compliance with equality legislation.
- Delivering effective services by working in partnership with other organisations throughout Cambridgeshire.
- Business development through the local commissioning of services to achieve best value and developing networks which do what works well.
- Effective communications within the service and with partners and stakeholders.



## Making it Happen

It is easy to talk in general terms about ‘offender management’ but we thought it would be useful to explain what this means in reality to the Cambridgeshire Probation Area in our day-to-day operations.....

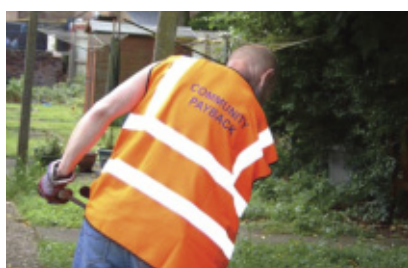
It means we must succeed in four key areas:

**To Punish Offenders:** This means that we achieve the required levels of contact with each offender, make appropriate demands on them in terms of their time and lifestyle and that any enforcement action is taken on time.

**Supporting Offenders:** We seek to make sure they have accommodation, jobs and that any addiction they have is reduced.

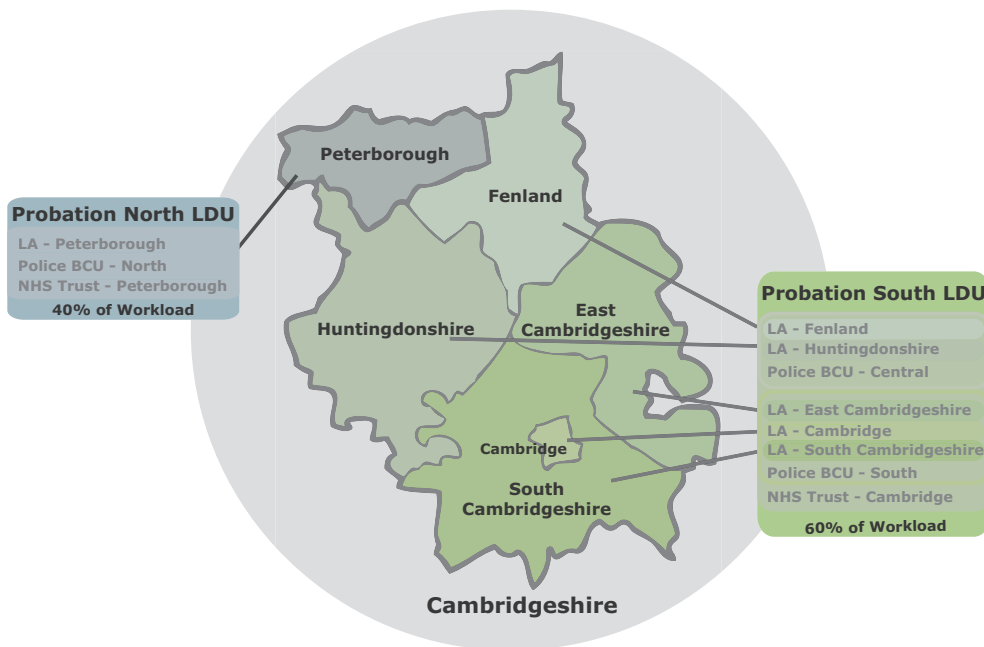
**Change For The Better:** We aim to see measurable change in their behaviour.

**Control:** This is about minimising the risk that they will cause harm to others.



Good offender management means that every offender’s case file will have a clear and up-to-date assessment of the risk of harm they pose and that all reasonable action has been taken to keep to a minimum the risk of harm to others. Those offenders who pose a high risk of harm to others get priority attention but all offenders are individually assessed regularly and any risk they pose, however small, is managed effectively. The key point is that all ‘reasonable’ steps have been taken, for no system is perfect and as an organisation that deals with volatile offenders we cannot eliminate risk entirely.

	target	Actual 2008/9	2007/8
Court reports delivered within the timescale agreed by local magistrates	90%	100%	100%
Increase proportion of fast delivery reports to 40% of the total reports for magistrates	40%	36%	na
Orders and licences successfully completed	70%	66%	67%
No breach of order for failure to attend in first 6 months	70%	67%	67%
Enforcement of orders by initiating breach proceedings within ten working days	90%	102%	93%
Offender under supervision gaining employment and retaining it for four weeks	220	239	263
Offenders in employment at the end of their order	40%	51%	na
Offender in settled and suitable accomodation at the end of their order	76%	81%	na
Offenders completing unpaid work requirements	725	986	770
Drug rehabilitation or drug testing completions	45	56	na
Alcohol treatment completions	50	74	na
Offender behaviour programmes completed	140	142	152
Domestic violence programme completions	44	45	38
Sex offender treatment programme completions	24	24	24
Victims contacted within eight weeks of offender receiving twelve months or more sentence for a serious sexual or violent offence.	85%	96%	100%



## 4. Moving The Organisation Towards A Local Focus

**D**elivering a local service that allowed the Cambridgeshire Probation Area to engage with the local community and enable local commissioning with partners has been a key priority throughout the year.

Offender management was re-structured into generic local teams and then we worked hard to build the foundations of effective commissioning and engagement with key local partners. The result is the Local Delivery Units based on Peterborough and Cambridgeshire. The two units are based on local authority boundaries for the Peterborough Unitary Authority and the district councils within Cambridgeshire. They also match the current Police Local Command Units boundaries and Primary Care Trusts so facilitating more effective engagement with all of these key partners.

The central business support functions will continue to provide the legal and technical expertise for recruitment, procurement and systems but each Local Delivery Unit will be responsible for the effectiveness of the local delivery of services in its widest sense. Each unit will be led by an Assistant Chief Officer who will work closely with team managers to identify and meet local needs.

The Local Delivery Unit has opened the way for a different culture within the organisation focussed on personal responsibility and accountability with a more outward looking approach. The Unit's approach is based on delegated authority and finance to enable local managers and practitioners to take forward local, multi-agency initiatives to reduce crime and protect the public. This approach includes 'best value reviews' and needs assessments which underpin decisions about how we meet community needs through the use of public, private and third sector provision.

The move to Local Delivery Units has already brought dramatic improvements to our overall performance and we expect results to get even better as the new approach becomes fully embedded across the whole organisation.

A letter was received from the Officer in Charge at RAF Wittering thanking the Community Payback Team for their work in redecorating properties that were not being maintained by the Defence Housing Executive. The Sergeant said: "without this much needed work that the unpaid work team have done they would have been shut down. Every time I visited both Mick and ALL of his team were courteous and polite and very accommodating. Its been my pleasure to have been associated with them and look froward to working with them again in the future."

## 5. Approved Premises



**T**he Cambridgeshire Area Approved Premises are situated in Peterborough. This facility provides 24 hour staff cover and offenders living there must abide by stringent rules including curfew hours. Failure to do so can be treated as a breach of order or licence conditions.

All decisions about the allocation of offenders into approved premises are made by the Probation Area based on rigorous risk assessment. Where an offender is subject to MAPPA the decision-making will also take in the views of other local agencies.

Approved Premises are a key public protection resource and are vital to the successful delivery of local and national Multi-Agency Public Protection Arrangements (MAPPA).

**BASS:** To ensure that all suitable offenders held on remand have access to the Bail and Support Scheme (BASS) a support service is now in place in Peterborough Magistrates' Court as a first court appearance scheme and governed via a Regional Steering Group.

Cambridge University have evaluated the service in its first year which made twelve referrals with five successful outcomes and during 2009 BASS referral will be mainstreamed into the work of the Peterborough Court team. It will be implemented across Cambridgeshire by November 2009.



## 6. MAPPA

**M**APPA are a set of arrangements to manage the risk posed by serious sexual and violent offenders. They bring together the Police, Probation and Prison Services in Cambridgeshire into what is known as the MAPPA Responsible Authority. A number of other agencies are under a duty to co-operate with the MAPPA. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers

### How do the MAPPA work?

Offenders eligible for MAPPA are identified and information is gathered/shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a risk management plan is implemented to protect the public.

There are 3 categories of offender eligible for MAPPA:

**Registered sexual offenders** (Category 1) - sexual offenders who are required to notify the police of their name, address and other personal details and notify any changes subsequently;

**Violent offenders** (Category 2) – offenders sentenced to imprisonment/detention for 12 months or more, or detained under hospital orders. This category also includes a small number of sexual offenders who do not qualify for registration and offenders disqualified from working with children; and

**Other Dangerous Offenders** (Category 3) – offenders who do not qualify under categories 1 or 2 but who currently pose a risk of serious harm, there is a link between the offending and the risk posed, and they require active multi-agency management.

**There are 3 levels of management** which are based upon the level of multi-agency co-operation required to implement the risk management plan effectively.

**Level 1 - Ordinary Management** these offenders are subject to the usual management arrangements applied by whichever agency is

supervising them. But this does not rule out information sharing between agencies, via ViSOR and other routes.

**Level 2 - Active Multi-agency Management** the risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection (MAPP) meetings.

**Level 3 - Active Multi-agency Management** as with level 2 but these cases additionally require the involvement of senior officers to authorise the use of special resources, such as police surveillance or specialised accommodation, and/or to provide ongoing senior management oversight.

### **ViSOR**

ViSOR is a database holding details of sexual and violent offenders, and other dangerous persons. The three MAPPA Responsible Authority agencies - police, prison and probation - are able to work on the same IT system enabling the sharing of risk assessments and risk management information on individual violent and sex offenders in a timely way to reduce re-offending.

**MOTIV-8:** Cambridgeshire Probation Area has introduced Motiv-8 - a new Activity Requirement under the 2003 Criminal Justice Act, Section 201 - designed to encourage and support offenders and help them to comply with the orders imposed by courts rather than going to prison.

Suitable offenders will be matched to a mentor who will provide one-to-one personal support and motivational guidance; introduce an offender to educational tutors; accompany them to interviews with housing and benefit agencies, the JobCentre, and possible employers as well as specialist counsellors for alcohol and drugs dependency.

The Motiv-8 package was developed using additional funds provided by the Ministry of Justice

Offenders who may benefit from a Motiv-8 order include:

- Those subject to a Community Order who have failed to comply and are being returned to Court for sentence where they are at risk of immediate custody.
- Offenders on a Community Order who have re-offended and have a court appearance pending which carries a maximum sentence of imprisonment.
- Offenders subject to Licence who have been charged with an alleged offence and have a court appearance pending.
- High Risk of Re-offending, High Risk of Harm and High Need Offenders on a Licence or a Community Order who are failing to comply but have not re-offended and are not being returned to court for non-compliance.
- Offenders with at least 16 weeks supervision remaining under Licence or Community Order.

Cambridgeshire Probation Area staff may make a proposal to court for a Community Order with a Motiv-8 Activity Requirement with the aggregate number of days usually between 8 and 16.





## 7. Victims

**T**he National Probation Service has a statutory responsibility to consult with and notify victims of offenders who are convicted of sexual or violent crime and who receive a custodial sentence of 12 months or more. Attempting to trace victims can sometimes be time consuming and difficult, involving liaison with a range of other agencies.

Contact with victims is made within eight weeks of the offender being sentenced and is through a written offer of a face-to-face meeting. We inform victims about release arrangements and conditions and any other general information about the custodial process and they are offered the opportunity to be contacted at key stages when the offender is in custody.

Victims or their families are given the opportunity to give their views on proposed conditions surrounding the offender's release and to see any part of the parole report which represents their views.

"Peoples chances of being a victim of crime are the lowest since records began in 1981"

Jack Straw,  
Justice Secretary

## 8. Staff Profile



	Number of employees 2007/8	Number of employees 2008/9
Chief officers, team managers, practice managers and probation officers	108	94
Probation officer trainees	11	9
Probation service officers	66	66
Unpaid work supervisors	25	23
Approved premises supervisors	6	9
Admin and support	72	68
Total	288	263

### Staff Sickness

Staff sickness was a serious concern in 2007/8. It is not just the days lost, but the impact of trying to re-arrange – often at short notice - the work of small teams already stretched by increasing demands on their time.

A new sickness policy was introduced, a stress audit carried out and by the end of March 2009 the sickness figure had reduced from sixteen days a year to twelve days a year. This is an area that we shall endeavour to improve still further in 2009/10.

	Target	2008/9	2007/8
National standard for public protection	9 days	12 days	16.3 days

## 9. Financial Figures

2007-08			2008-09	
£'000	£'000		£'000	£'000
4,161		Chief Officers, Team Managers, Practice Managers and Probation Officers	4,182	
233		Probation Officer Trainees	254	
1,785		Probation Service Officers	1,769	
518		Unpaid Work Supervisors	637	
181		Approved Premises Supervisors	149	
1,339		Admin and support	1,421	
63		Training	87	
43		Pensions	36	
17		Recruitment	23	
28		Other employee expenses	21	
1,023		Facilities and Estates contract	1,033	
196		IT	192	
461		Running costs	501	
335		Travel and subsistence	407	
481		Offender support	596	
	10,864	<b>TOTAL EXPENDITURE</b>		11,308
27		Sales, fees and charges	24	
1,210		Reimbursements	1,060	
	1,237	<b>TOTAL INCOME</b>		1,084
	9,627	<b>NET EXPENDITURE</b>		10,224

# 10. Board Members

## Contact Address for Board Members

Cambridgeshire Probation Area  
 1 Brooklands Avenue  
 Cambridge CB2 2BB

### Sources:

## COMMITTEES AND ADVISORY GROUPS FOR 2008/9

	Audit committee	Human Resources Committee	Health & Safety Committee	Local Joint Negotiating and Consultative Committee	Equality & Diversity Committee	Approved Premises Committee
Brenda Palmer (Chair)		■		■		
Kevin Ellis (Interim Chair from Aug 2009)	■	■				
His Honour Judge Hawkesworth						
Martin Curtis (resigned Oct 2008)						
Carol Fisher	■	■		■	■	
Hilary James (Chief Officer)				■		
Brian Keegan	■		■			■
Walter Leschenko						
Chris Emerson (from Feb 2009)	■	■		■		
Caroline Oliver					■	
Cris Rees (from Feb 2009)	■	■			■	
John Pettinger (resigned Oct 2008)						

# How To Contact Us

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## **Cambridgeshire Probation Area**

### **Head Office**

1 Brooklands Avenue,  
Cambridge CB2 2BB  
Tel 01223 712345  
[www.cambridgeshireprobation.gov.uk](http://www.cambridgeshireprobation.gov.uk)

### **Press enquiries:**

We operate a press service  
which the media can access by  
calling 0777 054 3137  
seven days a week.

### **Careers:**

Details of careers and job  
vacancies are available on  
the web site or write to us  
at the above address.

## **Local office contact details:**

### **Cambridge:**

Warkworth Lodge,  
Warkworth Street,  
Cambridge CB1 1EG  
Tel 01223 712271

### **Huntingdon:**

Old County Buildings,  
Grammar School Walk,  
Huntingdon PE29 3LQ  
Tel 01480 376100

### **Peterborough:**

Gloucester House,  
23A London Road,  
Peterborough PE2 8AP  
Tel 01733 348828

*And*

The Probation Office  
The Magistrates Court,  
Bridge Street,  
Peterborough PE1 1ED  
Tel 01733 564367

### **Wisbech:**

Castle Lodge,  
1 Museum Square,  
Wisbech PE13 1ES  
Tel 01945 461451